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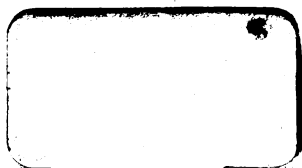
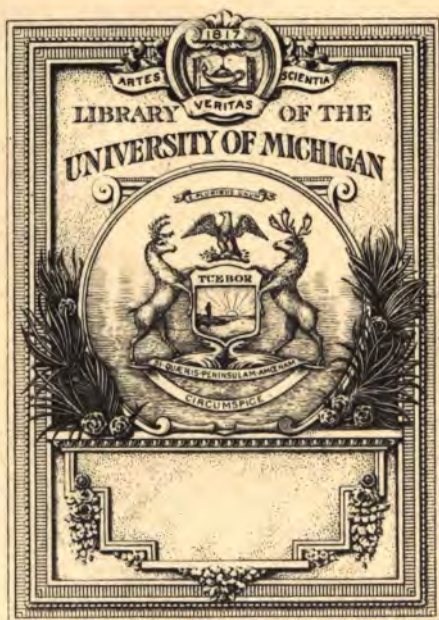
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A Suggested Program
for the
**Executive State Council of
Defense of West Virginia**

**Based upon a study by Clarence L. Stonaker, of the
Institutions and Resources of the State**

BY
HASTINGS H. HART, LL. D.,
Russell Sage Foundation

CHARLESTON, WEST VIRGINIA
August, 1917



REPRINTED BY
THE RUSSELL SAGE FOUNDATION
130 EAST TWENTY-SECOND STREET
NEW YORK CITY

September, 1917

Prefatory Note

This pamphlet containing a suggested program for the Executive State Council of Defense in the mobilization of the resources of the State to meet conditions growing out of the prosecution of the war with Germany, is the work of Hastings H. Hart, LL.D., Director of the Department of Child Helping, Russell Sage Foundation, New York City. The suggested program is based upon a study of conditions in West Virginia by Dr. Hart and Hon. Clarence L. Stonaker of New Jersey. The author has devoted considerable space to a discussion of the problem of social service and advocates the development of social work among the State institutions, suggesting increased facilities for the care of returning soldiers and their dependents.

Because of the necessity existing in West Virginia for the enlargement of social service and welfare work, not only for the present responsibilities of caring for those who have offered their lives on the battle line and the dependents who remain at home but as an incentive for permanent material progress in this field of service the Executive State Council of Defense has directed the report of Dr. Hart to be printed.

JESSE V. SULLIVAN,
Secretary Advisory State Council of Defense.

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STATE OF WEST VIRGINIA.

Executive State Council of Defense.

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A SUGGESTED PROGRAM
for the
EXECUTIVE STATE COUNCIL OF DEFENSE OF
WEST VIRGINIA

New York, July 27, 1917.

To the Executive State Council of Defense of West Virginia.

GENTLEMEN:

In accordance with your request at our conference of June 29 we have undertaken a study of available resources, agencies, and institutions of the State of West Virginia which may be made effective in the efforts of the Council of Defense to mobilize the State in order to meet the demands which are made upon West Virginia in view of the entrance of this Nation upon the Great War.

We called to our assistance in the prosecution of this study Hon. Clarence L. Stonaker, Secretary of the New Jersey State Charities Aid and Prison Association and formerly Secretary of the Colorado State Board of Charities and Corrections. Mr. Stonaker being an experienced newspaper man, is skilful in finding out and stating information as to social work and institutions. We requested Mr. Stonaker to study the social institutions and agencies of this State. In this undertaking he had the active co-operation of Hon. J. S. Lakin of the State Board of Control, who accompanied him in visiting all of the most important institutions in the State, giving him the benefit of his own complete and intimate knowledge of them.

Mr. Stonaker has made a detailed report of his observations which is herewith submitted. The principal points of that report are outlined in this document. It will be noted that he has made his study with constant reference to the possible relations of the social agencies and institutions to the work of the Council of Defense.

We have undertaken to outline, tentatively, a possible program for the activities of the Council. We wish to have it distinctly understood, however, that this is not intended to be a hard and fast program, to be executed literally or without change. It is "suggested," not prescribed, and it is "tentative," not fixed. It is

intended only as a working basis for plans to be developed by the wisdom and experience of the Council, and it must of necessity be subject to change according to the exigencies and the evolution of the work of the Nation in prosecuting the war.

THE SUGGESTED PROGRAM.

I. An Educational Program for the Promotion of Patriotism.

We believe that the first duty of the Council of Defense is to promote patriotic feeling and consecration in the hearts of the people of the State, especially those adopted citizens who have come to West Virginia to seek larger opportunity and greater freedom, but who need instruction in the principles of democracy and in the exercise of their rights, privileges, and duties as citizens of the State and of the Nation.

At our conference of June 29 I submitted an outline of "Propaganda for Education in Patriotism," believing that the Council would probably wish to undertake immediately the development of such propaganda. Since that time I have submitted the outline to the secretary of the Bureau of Patriotism through Education of the National Security League and also to President H. N. MacCracken of Vassar College, chairman of the Bureau. Both of these gentlemen approved of it. President MacCracken says: "The plan for patriotic meetings seems excellent and I am glad to have it for my file."

The following is the proposed plan:

Propaganda for Education in Patriotism.

A. Patriotic Meetings.

Undertake a propaganda to promote public meetings in the interest of patriotism in all parts of the state.

Appoint a strong committee, including a leading member of each of the political parties, a clergyman, a university professor, and a Chautauqua promoter.

Let this committee secure the co-operation of the Bureau of Patriotism through Education of the National Security League, the Federal Council of the Churches of Christ in America, the Federation of Women's Clubs, and the chairman of the state party committees, the newspapers, and other organizations.*

* Suggestive handbooks and pamphlets can be obtained from the first of these organizations, 31 Pine St.; and also from the second, 105 E. Twenty-second St., New York City.

Organize teams, consisting of three men and one woman, to visit the more important cities and hold patriotic meetings; such teams should include at least one speaker to be furnished by the National Bureau of Patriotism through Education. Organize also county teams to visit the smaller communities.

Subjects for Discussion.

Let these meetings emphasize:

1. Loyalty to our Government and our Flag.
2. The fact that the United States has been forced into this war against its will, "to make the world safe for democracy," to protect the innocent and to defend the weak.
3. The duty of every citizen to enlist for the war, and to find a way to serve his country, whether in the field, in civil service, in the hospital, or in the more faithful performance of the tasks of production, education, social service, or other duties which he may find at home.
4. The duty of protecting the health, education, and morals of our children, thus avoiding the mistake of sacrificing the future strength of the Nation for a small immediate advantage.
5. The importance of conserving our national resources, material and human, with the most rigid economy in order to win the fight for democracy.

B. Enlistment of the Clergy.

1. Ask the clergymen of the state to join with the committee of the State Council of Defense in an effort to induce every clergyman, of whatever denomination, to preach a patriotic sermon at least once a month, inculcating the principles above mentioned and the religious foundation of patriotism.
2. Urge the clergy to stimulate patriotism by the singing of "America" or other patriotic hymns at every public service, by the display of the American flag, and, where practicable, the flag of one or more of the allies, and by inspiring them to take an active share in all forms of endeavor tending to promote social well-being.

II. Production of War Material.

The products of West Virginia: Coal, steel in raw and manufactured forms, farm products, and live stock, are all of the utmost importance at the present time. Whatever can be done to increase

these products in a legitimate way is a great contribution to the Nation.

We understand that the Executive Council of Defense has already taken up this matter systematically and we do not consider it necessary to discuss it. We wish, however, to call attention to the fact that some of the foreign countries which are engaged in the war have made the mistake of laying so heavy a burden upon their people as actually to diminish their productive powers. In the long run a larger and better product will be secured from 54 hours' work per week under favorable conditions, with good food and with opportunities for wholesome recreation than from 70 hours' work performed by men who are kept constantly at the limit of physical endurance. England and France have discovered that women operatives in munition works are very much more efficient on an eight hour day than on a 10 hour day and that the same principle applies to boys between the ages of 14 and 16; while the labor of boys under 14, working long hours, is of little value and, in some kinds of work, is positively unprofitable. On page 11 of Mr. Stonaker's report he says; "In mines, the hazard is so great that all the large operators and most of the small ones decline to employ minors of any age." This statement not only reflects credit upon the humanity of the operators but it also emphasizes a practical fact with reference to the economy of production.

III. Economy and Conservation of Food Supplies and Other Resources.

The Council of Defense must urge by precept and example rigid economy in the use of foodstuffs and other material resources in order to maintain the armies in the field and the people at home and also to contribute food for the Allies, but with this economy they must inculcate a large generosity in gifts for war relief at home and abroad and in subscriptions to national loans and other war funds. They must stimulate also such a spirit of unstinted self denial and conservation as animates our heroic Allies.

IV. The Duty of the State Toward the Soldier.

As soon as the soldier enlists for the war he enters the service of the general government and ceases to be a member of the state troops. In every state, however, it is recognized that the National Government can not do all that should be done for the soldier and that the state must stand ready to do its part.

The Council of Defense can contribute to the comfort and welfare of the soldiers while in training camps and after they are sent abroad. This can be done by promoting kindness, good will, and correspondence between the soldiers and the people whom they have left behind them. The sending of gifts and letters often brings cheer to the young soldier who is prone to suffer from homesickness. But care should be exercised, in consultation with a judicious committee of women, to avoid the abuses which sometimes arise in connection with efforts of this sort. The promiscuous association of young girls with soldiers without the presence of suitable chaperones is a very dangerous thing. The undirected correspondence of young girls with soldiers with whom their families are not acquainted may be perfectly innocent in intention but it is liable to produce evil results and should be carefully guarded.

The Returned Soldier.

As Mr. Stonaker has very clearly pointed out, many of the soldiers who return from the front will be in need of the kindly offices of the State. Some will be worn out and will need opportunity to recuperate. Some will be sick and will need hospital and convalescent care. Some will come back wounded and crippled and will need surgical treatment with a long period of convalescence. These men, together with those who will have lost their sight, will need special training in order that they may be able to work for their own support instead of becoming hopeless paupers. Others will come back afflicted with tuberculosis and will need sanitarium care in order to cure them if possible, and in order to protect their neighbors from the dangers of the white plague.

Some men will return infected with social diseases which will make them unfit to associate with other people. Many will come back afflicted with mental disturbances which will often be curable by prompt and efficient treatment, but the success of that treatment will depend upon having first class psychopathic hospitals ready for their treatment.

From Mr. Stonaker's study it appears that West Virginia is especially favored in having three state surgical hospitals and five subsidized hospitals maintained in part at state expense. We believe that it will be possible to use these hospitals for the benefit of returning soldiers, increasing their facilities by the use of tents or by building temporary shacks. It must be borne in mind, however, that these hospitals are already taxed to the limit of their capacity and we would suggest that there will be a necessity for

an immediate increase of hospital facilities, either by enlarging the existing hospitals or by establishing new ones.

It will be necessary to provide these additional facilities at once in order to avoid the sufferings and the public damage which have occurred in Europe because they failed to begin in time. New York and other states have already undertaken such preparation and the Council of Defense cannot begin too promptly. But in whatever provision is undertaken for the needs of the returned soldier there should be constantly borne in mind the future needs of the State. It will probably be necessary for the Council of Defense to apply a portion of the fund at its disposal toward making these preparations. It will be a satisfaction both to the Council and to the people to realize that this portion of the funds can be so used as to serve both the immediate needs of the soldier and the future needs of the people.

*A Convalescent Home for Cripples.**

One of the earliest needs will be a convalescent home for wounded and crippled soldiers. The convalescence of a cripple is a much more tedious process than that of ordinary sickness. It frequently extends over a period of months and even years. Experience in England, France, and Canada has shown the absolute necessity for a vocational department in such a convalescent home in order that the crippled soldier may learn some trade or occupation which will enable him to earn a living for himself. Most surprising and gratifying results have been reached along these lines in those countries. It is a pitiful and disgraceful sight to see a man with one arm or one leg begging by the wayside when he might have been made a useful and productive citizen.

An experimental school for the training of crippled adults has just been established in New York City under the direction of Dr. Edward T. Devine, one of the most competent men in the country. A fund of \$50,000 has been provided for its development. It will follow the lines which have been successfully pursued in England, France, and Canada. It is hoped that this school will become a model for similar schools in other parts of the United States.

It is essential that the convalescent home for cripples should be located close by one of the largest cities of the state in order to be

* It has been announced, since this program was published, that the General Government proposes to establish 19 hospitals in different places, for the treatment, care, and training of crippled soldiers.

within easy reach of the best orthopedic surgeons. The services of such surgeons are indispensable in order to secure complete convalescence and in order to get the benefit of their advice with reference to the future occupation of the crippled men.

This convalescent home should be of a permanent character for the reason that exactly such a home will be needed for the crippled children of the State and for adult cripples after they have received surgical treatment in the hospitals. All specialists agree that such convalescent homes are an essential feature of orthopedic treatment.

A committee of the Council of Defense should visit the State Hospital School at Canton, Massachusetts, the New England Peabody Home for Crippled Children at Hyde Park, Massachusetts, the Country Branch of the New York Orthopedic Hospital at White Plains, the Children's Hospital School, and the Kernan Hospital and Industrial School at Baltimore, and the Industrial Home for Crippled Children at Pittsburgh. These are the typical institutions of their class in the United States but it will be possible for West Virginia to adopt a somewhat simpler and less expensive plan of construction than either of them, without sacrificing the essential features of such a convalescent home.

V. A Proposed State General Hospital.

One of the most important suggestions made by Mr. Stonaker in his report is that the State Hospital at Huntington shall become a general receiving and distributing hospital for all kinds of cases from all parts of the State, and shall cease to be used for the custodial care of feeble-minded, epileptics, and other classes of patients.

Mr. Stonaker proposes that the Huntington Hospital shall establish psychological and medical clinics for the study of all forms of mental and physical diseases in order to secure for each patient exactly the treatment which is called for by his condition. He proposes that the hospitals shall have a staff of experienced medical officers representing all of the important specialties of medical science and that it shall be prepared to furnish the most efficient and prompt treatment for all forms of surgery and for acute mental or physical diseases.

Under his recommendation it would include a psychopathic hospital equipped with all of the modern methods for treating insanity and all new cases from all parts of the State would receive the best possible treatment in the early stages of the disease. As a result

many of these cases would never reach the insane hospitals of the State. Children of doubtful mentality would receive expert examination in order to ascertain whether they are really feeble-minded or epileptic or whether their mental condition was due to remediable causes. In the former case they would be speedily transferred to a school or colony for children of their class; in the latter case they would be subjected to such treatment and training as might be necessary to restore them to a normal condition.

Crippled and deformed children would receive surgical treatment at Huntington after which they would be transferred to the proposed "State Hospital School" for convalescence, education, and vocational training.

Inebriates, drug addicts, and victims of venereal diseases would receive skilled treatment during the acute stage of their disease and would then be transferred to working colonies until they become fit for restoration to citizenship.

The Huntington Hospital would thus become a great clearing house for afflicted people from all parts of the State and would make it possible greatly to increase the efficiency of the hospitals for the sick and the insane, the institutions for children, the state reformatories, and the philanthropic agencies of the State.

If Mr. Stonaker's recommendation should be adopted the Huntington Hospital would become the rendezvous to which all returned soldiers, found to be diseased or crippled or vitally exhausted, would be gathered for immediate treatment and for subsequent distribution either to their homes or to some institution for permanent care. We commend this proposition to the earnest consideration of the Executive Council of Defense.

VI. The Care of Soldiers' Families.

A sacred obligation rests upon the Council of Defense and the people of West Virginia toward the dependent families of the men who are taking their lives in their hands and crossing the ocean to foreign shores for the common defense. This obligation appeals to every right minded citizen and there will be no question as to the readiness of the people of the State to meet it. It is of vital importance, however, that this duty shall be discharged with such wisdom and fidelity as to secure both the interests and happiness of those mothers and children who may need assistance.

It is of fundamental importance that this shall be recognized as a family problem. The interests of the mother and the child are

not separate and ought not to be separated except in those comparatively few cases where the mother is morally or mentally unfit to care for her own child.

After the Civil War the States of Maine, Pennsylvania, Ohio, Indiana, Illinois, Wisconsin, Minnesota, Iowa, and Kansas established "Soldiers' Orphans' Homes" for the care of dependent children of soldiers. Most of the children admitted to these homes had living mothers. It was believed that the State could do better for the children than could be done by their mothers in view of their poverty or their inefficiency.

In practice the orphans' home plan did not prove entirely satisfactory. It was very expensive, involving the maintenance of children at a liberal cost for many years. It was an unnatural plan of living. However well-conducted the homes might be the children were nevertheless deprived of the privileges and opportunities of natural family home life. It was a cruel plan. The State said to the widowed mother: "Poor woman! You have lost your husband who has sacrificed his life for his country. We are deeply sorry for you and in order to testify our gratitude to him and our sympathy for you we will take your children away and bring them up for you and thus will enable you to get a living for yourself." Thus the mother, bereft of her husband was bereft also of her children.

Happily, in this generation we have found a better way. The State of West Virginia has passed a law for mothers' pensions under which it will be possible for the State to supplement the provision which may be made by the National Government so that it will be unnecessary for any good and competent mother to be separated from her children; and it will also be unnecessary for mothers to wear themselves out by excessive labor or to leave their children to roam the streets while they work in the factory or in domestic service in order to support their children.

The mothers' pension law of West Virginia will need to be carefully revised in the light of the experience of New York, New Jersey, Pennsylvania, and Massachusetts. The Council of Defense will need to stand firmly against a popular sentiment which is opposed to any supervision of mothers' pensions on the ground that this allowance is a matter of right and that the mother is entitled to take the money and use it as she will. The mothers' pension is not an individual and personal right, it is a public fund provided to conserve the children who are not only natural wards of the mother but are also wards of the great Mother State. When

the State provides money by taxation for this purpose it is not only the privilege, but the duty of the State to follow that money and see that it is applied to the purpose for which it was designed.

The State must ascertain through competent and sympathetic agents whether the mother possesses the character, the intelligence, and the necessary physical strength and whether she is living in conditions which will enable her to bring up her children properly. If she is found lacking in any of these particulars the agents of the State must endeavor so to improve the conditions of the family as to enable her to care properly for her children, and if, after faithful efforts, this can not be accomplished, then provision must be made for the children in some other way. It would be inexcusable for the State to deliberately supply an unfit mother with funds in order to enable her to keep her children in a home of vice or filth, or one where they are without proper education or restraint; but on the other hand the supervision must be kindly, sympathetic, and helpful. It will be best exercised by trained, intelligent women.

The Care of Soldiers' Orphans.

Some children of soldiers will be found who have lost both father and mother and some whose parents are entirely unable or unfit to care for them. In some cases the disabilities of the parents will be temporary and they will be able to resume the care of their children later. It will be necessary to make provision for such children, temporary or permanent, as the case may be. This provision may be made either by committing them to an orphanage, either one already existing or in a "soldiers' orphans' home," or by placing them out in a family home through an approved agency.

We have no hesitation in urging the adoption of the plan of placing-out or boarding-out in family homes in preference to commitment to orphanages. But the placing-out plan ought never to be tolerated unless the agency in charge of the work is thoroughly reliable, and it is unquestionably true that West Virginia has not at the present time such an agency.

Mr. Stonaker has described the two placing-out agencies of West Virginia. The writer has been personally familiar with these two agencies for many years and is also familiar with all of the important child placing agencies in the United States. Theoretically, the placing-out organization of your State is ideal. You have a State agency known as the West Virginia Humane Society which is supported and administered by the State. This agency has a receiving home known as the Elkins Children's Home for the tem-

porary care of white children, and there is a state home near Huntington for colored children awaiting placement. You have also a voluntary society known as the West Virginia Children's Home Society which is privately administered without any control or supervision by the State. This society also has a Shelter for the temporary care of children at Charleston.

The West Virginia Humane Society has never established the standards which are now required by every reputable child-placing agency. It has lacked efficient leadership; it has never had competent field agents; its receiving home has been repeatedly the object of criticism. We understand that the board of trustees is now looking for a competent superintendent and proposes to establish standards similar to those maintained by the state agencies of Massachusetts, New Jersey, Ohio and Indiana. Under the new law the society will be under the direction of the State Board of Control and there is every reason to anticipate that it will be put upon a modern basis.

The West Virginia Children's Home Society had an income last year of \$9,600, of which about \$6,000 were expended in maintaining the Davis Shelter in Charleston, which is the receiving home of the society, leaving only \$3,600 for the field work of the society.

The superintendent of the society is about 75 years old. He has only one field agent. These two men raise all of the funds of the society, receive all new children (175 last year), place children in family homes, and are responsible for the supervision of 500 wards of the society, scattered through the State. It is absolutely impossible for these two men to attend to the interests of the children in any proper way. All of the time of the superintendent should be given to the executive work of the society and the raising of money. The best placing-out societies now consider that they need a field agent for every 50 children in care together with an office staff of record clerks and stenographers. One agent for every 75 children may be regarded as a minimum. On this basis the society should have at least seven field agents instead of one for the care of its 500 wards, with at least one record clerk and two stenographers to keep the records and carry on the correspondence of the society. This would require a budget for field work of \$12,000 instead of the present budget of \$3,600.

The absurdity of the present conditions is manifest. The society has in its Shelter at Charleston 25 children and it employs for their care six women (not too many). It has under its care in family homes throughout the State, 500 children needing careful

and faithful supervision and for this duty it employs a minor fraction of the time of two men.

We believe strongly in the maintenance of a private child-placing society, and the Children's Home Society's general plan of organization is a good one, but we have no hesitation in saying that unless the society can be reorganized with a sufficient staff of trained workers, and unless a sufficient budget can be secured to support it, it should go out of business. The Kentucky Children's Home Society has a budget of about \$50,000 per year; the Florida Children's Home Society has a budget of about \$35,000 per year; the West Virginia Children's Home Society has a budget of about \$10,000 per year. The amount expended by these three societies for each 100,000 people in the state is: for Florida \$3,800; for Kentucky \$2,100; for West Virginia \$700. The income of the two West Virginia societies is about \$1,400 for each 100,000 people. The income of the West Virginia Children's Home Society should be at least doubled immediately. A competent superintendent should be secured, and a staff of competent field agents should be employed. The Board of Directors should give careful study to their job and should go to work systematically to enlist the good will and co-operation of the people of the state.

The work of the State Humane Society should be so organized as to meet the needs of Roman Catholic and Jewish children by insuring their placement with people of like religious faith with their parents. If the number of Roman Catholic children is large enough the St. Vincent de Paul Society should be encouraged to organize a placing-out agency of their own similar to the agencies already organized in Massachusetts, New York, New Jersey, and Illinois.

Delinquent Children.

It is generally agreed that the Great War has resulted in a lamentable increase in delinquency among the children of European countries. This increase has been due in part to the general demoralization incident to this extraordinary conflict. It is due in part to the breaking up of families, the absence and death of the father, and the economic pressure upon home life. It is due in part to the enlistment of school teachers as soldiers or nurses or munition workers, and to the use of school property for hospitals or other military purposes. It is due in part to the employment of children as munition workers or in other occupations without proper supervision and without proper regard for the interests of

childhood. It is due in part to the physical deterioration due to insufficient food and lack of personal and medical care.

Happily public sentiment in the United States from the President down, is demanding that there shall be no sacrifice of the interests of children for the prosecution of the war; that the schools shall be maintained in full efficiency; that children shall be sufficiently fed and cared for; that the moral standards of the community shall be steadfastly maintained, and that the exploitation of children in child labor, and the kind, arduousness, and hours of work shall be rigidly controlled. These ideas should be earnestly promoted by the Council of Defense; and no public needs should be allowed to outweigh them.

The juvenile court and probation system which exists in Charleston and Wheeling should be extended to the rural counties, the State School for Boys at Pruntytown should be turned into a reformatory for young men, and a new state school should be built from the ground up with modern equipment. The State Council of Defense should encourage the extension of such movements as the Boy Scouts and the County Young Men's Christian Associations with public playgrounds and other wholesome forms of recreation throughout the State.

The conservation of juvenile morals is a matter of the utmost importance because the boys of the State must fill the places which will be vacated by the men who lost their lives or their productive energy at the front. The democracy, the community life, and the home life of the nation are to depend upon them.

VII. Utilization of Prison Labor.

With the tremendous demand for war supplies in addition to the ordinary demand for domestic uses; with the cessation of immigration which for 150 years has poured a steady stream of fresh laborers into the United States; and with the immediate diversion of a million men, and perhaps four or five millions, to the trade of war, we are confronted with a scarcity of labor which compels us to utilize every available worker to the limit of his reasonable capacity.

It has been a matter of pride to the public officials of the State of West Virginia that the convicts in your penitentiary have actually been able to earn the entire cost of their own maintenance, working under the contract system at from 65 to 70 cents per day, with an actual surplus for the state treasury of 18 cents per man. It appears also that the prisoners who are employed on the contract

have earned by over-time work about \$48,000, or \$40 yearly per man, which has gone to themselves for their families.

But able bodied men, working under skilled direction and thorough system, without loss of time from drink, strikes, or voluntary holidays, ought to earn more than their board and clothes. In the present state of the labor market it is possible for prisoners, under proper circumstances, to earn two dollars per day. In Vermont, prisoners from the common jail are earning two dollars per day on the adjacent farms. In Windham county, Connecticut, prisoners are actually earning \$2.50 per day at common labor, and at Wilmington, Delaware, short term prisoners are earning \$1.20 per day.

Organized labor has fought against prison labor, especially against the contract system, not because the prisoners are productively employed but because their labor is sold for less than it is worth and becomes a source of excessive profit to the contractor, thus enabling him to compete unjustly with his competitors and to force down the price of free labor.

It is generally agreed that in view of the food requirements of the United States and her allies prisoners should be employed, as far as possible, in food production. The amount of land cultivated by prisoners has probably increased fifty percent during the past year. It now amounts to hundreds of thousands of acres. The state prisoners of Mississippi are working 27,000 acres and the state is now purchasing 5,000 acres more.

Mr. Stonaker, in his report, page five, has indicated how the state may get full value for its prison labor and the prisoners may earn for the state from \$1.20 to \$2.00 per day instead of 70 cents: namely by employing them upon the public highways.

The plan of employing prisoners in road building is not new. It was first used in this country in the southern states and has long been followed there. In recent years it has been introduced in the northern states with great success.

There is a radical difference, however, between the old method and the new method of employing prisoners in road building. Warden Thomas J. Tynan of the Colorado State Penitentiary wrote recently as follows: "We are now doing work to the value of \$2.50 per day by prisoners on the highway at a cost to the tax-payers of the State not to exceed 40 cents per day. The State could well afford to pay a little wage besides the good time allowance."

The difference between the old system and the new system lies chiefly in the manner of dealing with the prisoners. Under the new

plan an appeal is made to the prisoner's honor and good will. After being tested within the walls, he is permitted to join a company of workers outside the wall on his promise of good work and good behavior and on his promise not to run away. The prisoners work without chains and the guards in many cases carry no firearms. Testimony comes from Ohio, from Oregon, from Colorado, from Wisconsin, from Connecticut, and from Canada that prisoners—even low-grade prisoners and Negroes—respond surprisingly to this treatment; that escapes are few and that there is a great improvement in the industry and efficiency of the prisoners.

The incentive to the prisoners to make good is partly an increased allowance for good time; partly, in some states, a small cash wage; partly the desire of the prisoners for the freer life outside the walls, and partly a response to the confidence shown in them by their officers.

Success in employing prisoners on the roads by modern methods depends first upon finding a road manager who is interested in his men and believes in the possibility of exciting their interest and loyalty for the work. It depends second upon creating such living and working conditions as will keep the men fit for a good day's work. That means good food, good cooking, comfortable sleeping quarters, opportunity for proper recreation, good laundry work and bathing facilities, and above all the treatment of the prisoners by their officers as reasonable human beings.

The plan of roadside camps, portable cages, chain gangs, ignorant and cruel guards armed with shot guns and discretionary power, will not secure cheerful and efficient work.

We would suggest that the Council of Defense take this matter up with the Board of Control and if possible arrange for an experiment along this line. Let the Board of Control rent a farm in a neighborhood where there is highway work of importance at different places within six or eight miles.

Establish on this farm a good camp, well equipped with shacks, good beds, a good kitchen, shower baths, a good small hospital, and a competent physician.

Let the State appropriate for road construction an amount which will equal for each man the amount now paid by the contractor, 70 cents per day. Let this money be expended in districts where the county authorities are willing to appropriate an additional sum of 70 cents per day to each man, making a total of \$1.40 per day. Allow to each prisoner, including cooks, house-cleaners, hospital nurses, and other employees about the camp, wages at the rate of

\$1.40 per day. Charge each prisoner at the rate of 70 cents per day for the cost of his keep, including salaries and wages of employees. Allow the prisoner to expend from his wages a small sum (perhaps \$2 or \$3 monthly) for combs, tooth brushes, handkerchiefs, neckties, tobacco, candy, etc., to be purchased from the prison stores at cost.

If the State can not try this experiment without new legislation it is possible that some county may be induced to test it out. Unless your experience is different from that of other States we believe that you will be surprised at the good results obtainable under this plan.

The prisoners should spend every night at the camp, either walking to and from their work, if the distance is not too great, or being carried back and forth in automobile trucks. Provision should be made for a night school, one hour each evening, and for services to be conducted by a chaplain possessed both of religion and of practical common sense.

Under this plan the State would get back the whole of its appropriation of 70 cents a day, the county would get its roads built at half price and the prisoner and his family would get the 70 cents per day for their maintenance. In the meantime the nation at large would profit by the improved transportation facilities which must of necessity increase the productiveness of the State.

County Jail Prisoners.

In most States of the Union county jail prisoners are kept in idleness. Either they do not work at all or their work is of practically no value. We understand that a considerable number of the county jail prisoners in West Virginia are employed upon the roads. In that case what has already been said will apply and the efficiency of such road labor can be increased in the manner already suggested.

In those counties where the jail prisoners are not employed, we would suggest that the adoption of the Vermont plan under which the jailer finds employment for individual prisoners with a near-by farmer who pays for their labor at the ordinary rate for free labor. The prisoner sleeps at the jail and has his breakfast and supper there—two good hearty meals. He goes out in the morning, carrying a dinner bucket and returns at night. If the distance is too great the farmer sends for him by team or automobile. If the prisoner fails to make good or tries to run away the farmer notifies the sheriff promptly, who sends a deputy sheriff after him. The reports from Vermont, Connecticut, Delaware, and Wisconsin

where this plan prevails show very few escapes. No guard is necessary, as the farmer looks after the prisoners and thus the overhead charges are done away with.

In some States the councils of defense are inducing jail prisoners, upon their discharge, to enlist in the army or to engage in other public service. Under the rules adopted by the Government, prisoners who have been sentenced for felonies can not enlist in the army.

VIII. The Defectives.

It is clear from Mr. Stonaker's report that the Council of Defense will need to give attention to the question of provision for defectives. If our suggestion with reference to the use of the hospital at Huntington as a general state hospital is followed, it will be necessary to increase the accommodations for the insane in order to meet the natural demand of a growing state. Mr. Stonaker is undoubtedly correct in his judgment that the hospital at Spencer should not be enlarged. It is very difficult of access, its water supply is deficient, and the available building space is inadequate. His proposition for a new hospital in the southern part of the state which shall provide accommodations for insane soldiers after they have had active treatment at Huntington, and shall ultimately be used for the colored insane appears reasonable.

The new hospital should be organized on the colony plan without expensive administration buildings, with inexpensive cottages and with abundant opportunity for congenial employment at farming and other industries. We are unable to suggest a plan for developing this institution without legislation and without a state appropriation; but it will be most unfortunate if provision can not be made in advance for the care of the insane soldiers who are certain to come back from France, and we hope that a way can be found.

The adoption of the general hospital plan at Huntington will minimize the number of men requiring permanent insane hospital care. Many of them will be cured in a few weeks and sent back to their homes. There is a growing recognition of the fact that the hope of cure for the insane is largely restricted to the early period of the disease. There is five times as much hope of recovery in the first three months as in the tenth, eleventh, and twelfth months. We owe it to our soldiers to see that they get an early chance.

The institutional care of the feeble-minded—especially of the feeble-minded girls—is a matter of urgent importance. As Mr.

Stonaker has well pointed out, the war will greatly increase the number of defectives in the state and unless immediate action is taken the tide will be overwhelming. The feeble-minded girl is a constant menace to the morals of the community because of her inability to protect herself. A study in Virginia of 300 prostitutes indicated that at least 65 percent of them were feeble-minded, and statistics completed in New Jersey show that feeble-minded women are twice as prolific as normal women and that the majority of their children are also defective.

We recognize the difficulty of promoting a campaign for adequate institutional care for the feeble-minded at this time but it will at least be possible to take into account the future needs of the feeble-minded in planning for the temporary institutions which will be demanded by the war.

The epileptics, though fewer in number than the feeble-minded, are almost equally in need of public care. We call attention only to the fact that epileptics should be cared for separately from delinquents, the insane, and the feeble-minded, and that it is no more expensive to provide separate cottages and separate institutions for the epileptics than it is to provide for them by mingling them with the inmates of other institutions to the detriment of all concerned.

IX. Tuberculosis.

On this subject we quote from Mr. Stonaker's report (page 23): "The State has made a most commendable beginning in its establishment of the State Tuberculosis Sanitarium at Terra Alta. The site is good; the buildings are well planned and well located and the service is excellent. The fact that there is constantly a long waiting list of applicants in a state institution where the service is not free, as in most other states, is convincing evidence of the quality of its work. For emergency needs, the Terra Alta plant is prepared, so far as medical skill and nursing service go; but it would need financial assistance from the Council of Defense should the demand arise for more buildings and a larger service for the benefit of returned soldiers."

The dreadful revelations as to the prevalence of tuberculosis among the soldiers in the trenches of France and the lack of provision either for the care of the tuberculous soldiers or the protection of the community from infection is a warning which must not be neglected. On this point we quote again from the report of Mr. Stonaker (page 24): "The present stage of knowledge of this

disease indicated that it is fundamentally a disease of childhood which demonstrates itself in adult life through stress and strain. Infection comes in early life and is resisted if the physical condition of the youth is maintained on a high standard. This is the reason for safeguarding the sanitary conditions of family life in camp and town living."

With reference to provision for tubercular patients the same principle applies as in other cases, namely, that the future needs of the State should be carefully borne in mind.

X. Public Health Service.

Mr. Stonaker, in his report, has indicated the imperative necessity for increasing the powers and the resources of the State Board of Health as a war measure. He calls attention to the lack of birth registration in the past to supply facts with reference to the age of candidates for enlistment and men subject to conscription, and also to the lack of adequate registration of contagious and infectious diseases.

Dr. H. M. Biggs, of the New York State Department of Public Health, has recently visited France and he testifies to the great damage which that nation is suffering in the prosecution of the war for lack of an efficient public health organization, especially with reference to the dissemination of tuberculosis and venereal diseases.

It will probably be necessary for the Executive Council of Defense to make some appropriation from its funds to promote the work of the State Board of Health until more adequate state appropriations can be secured from the Legislature.

XI. Co-operation of Women.

The co-operation of the women of the State is of the utmost importance. Their aid should be invoked, not only in the feminine offices of nursing, knitting, and packing boxes with "comforts" for the soldier, but in the larger matters of organization and administration and especially in those matters which have to do with the families and the children of soldiers. Women may well be given the chief responsibility for the administration of the mothers' pension law, as in New York, New Jersey, and Pennsylvania.

The Bureau of Woman's Defense should have assigned to it distinct responsibilities and its representatives should sit with the Executive Council of Defense in their business sessions. Through

